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ABSTRACT

After a brief introduction to and description of education personnel preparation certification and employment in New York State, the Board of Regents' goal for teacher education is stated as the establishment of a system of certification by which the state can assure the public that professional personnel in the schools possess and maintain demonstrated competence to enable children to learn. To implement the needed reform, the regents sanctioned 12 pilot programs in 1971. These projects are expected to mature and serve as resources for the development of a more complete reform of teacher preparation and practice. Accreditation of teacher preparation programs will be a two-step process--initial approval and registration. Initial approval will be based on the design of the program demonstrable teaching competencies. Registration will be based on the ability of the program to give evidence that graduates can demonstrate competencies necessary for effective teaching. Certification procedures will be reformed to expand the opportunities for meeting permanent certification requirements, to base issuance on the demonstration of competency, and to include periodic testing of competency for the maintenance of certification. It is expected that by 1980 facilities and programs for the continuing education of school personnel will be available throughout the state. The appendix contains a time line for the reform of teacher education in New York State. (HMD)

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"UNIT" INCLUDED IN REGENT STATEWIDE PLAN
FOR THE DEVELOPMENT OF POST-SECONDARY EDUCATION

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Unit 2: In the Preparation and Practice of Professionals for Elementary and Secondary Education

The impact of the professional staff of the public schools on the State and its citizens is of considerable significance. That staff affects generations of citizens in their most formative years, and almost all of the State's population is affected thereby. The importance of the teaching population is highlighted by the fact that approximately three-quarters of a school district's operating budget is directly related to the support of the professional staff. The Fleischmann Commission* wisely recommend that enrollment in teacher preparation itself be regulated to avoid aggravating the condition of oversupply.

a. The Present Situation

The mandatory requirement of a baccalaureate degree for elementary school teachers, special subject teachers, and teachers of academic subjects was established in 1936. In 1943, the fifth-year requirement was enacted for teachers of academic and special subjects. In 1963, this requirement was extended to elementary school teachers.

These three key dates represent major modifications in New York's system of preparing most public school teachers, although the same basic approach to teacher preparation continued.

* The New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education

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Course work, including student teaching, led to a baccalaureate degree. In addition, 30 semester hours of graduate study were required.

The State Education Department accredits collegiate programs and it has done so in the traditional fashion. It has looked at training and experience of the staff, the appropriateness of the curriculum in light of the certificate to be issued, admission and grading practices, and physical facilities to support the program. The Department, like the colleges themselves, has been unable to determine how well preparatory programs are meeting the needs of schools. In other words, no one has been able to state with assurance that the teachers who are certified can produce specified learning gains in the pupils they are to teach.

That teacher education, certification, and practice must be reformed is an accepted fact. Certification must guarantee to the public that those who aspire to the teaching profession possess demonstrated competence in teaching. Teacher education, therefore, must prepare aspirants so that they can demonstrate competence.

b. Goal for Teacher Preparation and Certification

Certain underlying convictions exist about teacher preparation; they illuminate objectives of plans later outlined.

1. Pupil performance should be the underlying basis for judging teacher competence. This conviction is also reflected in the Fleischmann Commission Recommendation that the promotion of teachers be based on output. (Measures of pupil performance are inadequate at present and teacher competencies have not been identified so that judging teacher competence fully on the basis of pupil performance is not now obtainable.)

2. The basis for certification should be teacher competence rather than total reliance on college courses. Possession of a State certificate should represent an acceptable level of competence in general background knowledge, subject matter knowledge, and teaching skill.

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3. The preparation of teachers should involve a number of pertinent agencies and individuals, including schools, higher institutions, professional staffs, and relevant agencies. The ideal professional training would integrate theoretical understanding and clinical experience in a system of mutual correction and reinforcement.

4. The demands of teaching require that professional personnel undergo continuous training; consequently, teachers should be expected to demonstrate competency periodically to maintain certification.

5. The separation of preparation, certification, and employment must be maintained. In other words, neither the teacher education institution nor the employer should certify the teacher.

6. Efficient use of staff talents and organizational flexibility can be accomplished by differentiating the roles and functions of staff members including the use of paraprofessional personnel. It becomes necessary, therefore, that there be training programs for auxiliary personnel appropriate to and coordinated with programs to prepare teachers so that the instructional team effort can be most rewarding for pupils.

The Regents' goal for the preparation and practice of professional personnel in the schools is:

> To establish a system of certification by which the State can assure the public that professional personnel in the schools possess and maintain demonstrated competence to enable children to learn.

With this goal, the Regents present the broad outlines of a plan to implement an improved system of teacher certification. A timetable has been developed to illustrate the action that is planned.[1]

c. Implementing Needed Change

Since 1967, significant study has been given to a performance-based program of teacher education, certification, and practice. The first real evidence of progress took place when

1. At end of "Unit"

the Regents sanctioned 12 trial projects in 1971.

These trial projects--initial attempts at a performance-based, field-centered approach to teacher education and certification--are the culmination of 5 years of discussion, conceptualization, and broadened understanding. Trial projects involve schools, colleges, professional staff, and teachers in training. Schools must identify their objectives, the competencies that are influential, and the training programs to develop those competencies. These projects go beyond the Fleischmann Commission recommendations to reduce the number of education courses in that they eliminate course-counting itself and concentrate attention on the prospective teacher's ability to bring about predictable accomplishment on the part of pupils.

The term "performance-based" teacher education is used in many different ways, but it is here used in a particular way. Teacher education is construed as performance-based if the competencies (knowledge, skills, behaviors) to be demonstrated by the potential teacher are explicit, measurable, and public; and if the criteria to be employed in assessing competencies are based on the competencies, explicit, and public; and if the assessment of the potential teacher's competencies uses his performance as the primary source of evidence and if it is objective. It is also imperative that the potential teacher's rate of progress through the teacher education program be determined by demonstrated competency and that the program facilitate the learning of the competencies.

"Field-centered" is another term with many meanings, but as used here it means that most, but not necessarily all, teacher education be conducted in schools or other educational agencies in the community. Field-centered preparation may include simulation, games, and other methods that are reality-related to develop particular desirable behaviors in the prospective teacher.

The trial project model is an incomplete one. Each project is working in a few certification areas at most, but the projects are an important and significant step in the development of a more complete teacher preparation and certification system which will cover all areas of certification and will address preparation for entry into school service and in addition, provide for maintenance of competency.

Between 1972 and 1976, the trial projects are expected to mature and serve as resources to develop a more complete reform of teacher preparation and practice. The trial projects should lead to a more comprehensive approach to shared responsibility for a performance-based, field-centered approach to prepare all levels of school personnel i.e., teachers, paraprofessionals, administrators and supervisors in support of the Regents' goal and objectives. The Department staff has been organized to monitor, evaluate, and support the trial projects. Information and data gathered by the development of the projects will be made widely available.

1. Accreditation of Teacher Preparation Programs

The procedures now used to accredit teacher education programs provide helpful information about the organization and operation of the preparatory program. However, they do not provide significant data on program quality, especially as it relates to the capabilities of students who complete the program.

As accreditation procedures are improved, the focus for determining a program's potential and, hence, whether it should receive initial approval will center on answers to the following questions:

a. What competencies and attitudes should the student demonstrate at the completion of the program?
b. What evidence will be acceptable to demonstrate that the competencies and attitudes desired have been achieved?
c. What contribution to the teacher education program will be made by the university, the school district, the bargaining agent, and others?
d. What steps are being taken to introduce the concept of demonstration of competencies in relevant components of the non-professional-education portion of teacher education programs?

Once the program is operating, the Department will require a second stage of accreditation (registration) and it will focus on answers to these two questions:

a. What evidence is available to demonstrate that graduates have achieved the desired competencies and attitudes?
b. What evidence is available to indicate that the desired competencies and attitudes are appropriate?

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The institution of the reform in accreditation will take place in three stages. First, all new programs proposed for initial approval after September 1, 1973, will need to show that they are designed so as to achieve the Regents' goal for teacher education.* Performance-based and field-centered teacher education is recognized as a most promising approach. Variations or alternatives which demonstrate achievement of the Regents goal and also reflect the convictions underlying this goal, will also be carefully considered. It will be desirable to show that there has been a significant functional involvement in program development by representatives of higher institutions, including the faculty of Education, school districts, the districts' professional staff, and other appropriate groups.

Second, programs seeking "registration" (the second step of the accreditation process) will also be required to demonstrate that they can achieve the Regents' goal. Higher institution, school district, and professional staff involvement will need to extend beyond development to include implementation and evaluation. It is expected that all preparatory programs will be operating so that the Regents' goal can be achieved no later than 1980.

Third, beginning no later than 1985 the Department's accreditation focus should be primarily on the performance criteria necessary for certification and the means used to assess the criteria.

2. Certification

Expansion of the Opportunities for Meeting Permanent Certification Requirements

The efforts noted under 1. above will apply to the acquisition of both provisional and permanent certification. Opportunities to acquire permanent certification should be expanded. Expansion efforts will be aimed at the improvement of professional service, not merely on graduate study per se. Three specific activities are planned:

a. The acceptance of approved examinations, such as the College Proficiency Examinations, as college credit toward required graduate study. These examinations are now used to waive a specific course requirement but the candidates must complete an equivalent amount of graduate credit.

* The dates in Unit 2 are intended as checkpoints for review of progress in the total effort. The dates are used to set the direction of state activity and represent the best estimate of the elapsed time required to undertake the essential research, [illegible] implementation.

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b. The development of an external master's degree in education which will grant credit to knowledge gained through inservice work, graduate study, life experience, etc. validated by appropriate assessment procedures.

c. The launching of pilot efforts to allow provisionally certified teachers to acquire permanent certification in ways directly related to improving their professional service. Such pilot efforts might be encouraged within such units as a large school district, a BOCES area, or a regional planning center.

Certification Issuance

In line with the target dates identified under "Accreditation" above, the Department will not accept applications for individual evaluations after September 1, 1980. All persons seeking certification will have to be certified on the basis of an assessment of their competence. This will take place in a state-monitored system of performance assessment centers in which those desiring certification will have to demonstrate their competence to professionals. Such centers may be maintained by universities, schools, or other approved agencies. The centers will employ a variety of assessment methods such as simulation, micro experiences, demonstration, and expert panel review, in addition to traditional paper and pencil tests. These methods, as well as the State Education Department's criteria of assessment and the work being done in the establishment of the Regents External Degree Program, should be carefully studied and evaluated at intermittent intervals by special "Regents Panels" drawn from university faculties, school practitioners, and distinguished lay persons.

Maintaining Certification

Two additional major changes should take place in 1980. In meeting the goal that requires certificate holders to maintain demonstrated competence to enable children to learn, it is proposed that (1) the State will cease to issue permanent certificates and (2) the State will impose a periodic assessment on persons certified after September 1, 1980. The Fleischmann Commission Report also contemplates that teachers would be assessed periodically to insure that the needs of students are being met.

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This step in the achievement of the goal should be fully realized after 1990. At that time staff behaviors that positively affect pupil performance will have been validated and should become the focus for the periodic assessment requirement. Until then periodic assessment which will take place in the performance assessment centers, will be on those staff behaviors which by tradition and logic are viewed as important.

3. Continuing Education

Beginning September 1, 1980, opportunities should be available for all staff to maintain demonstrated competence in their area of certification. There is strong support for the Fleischmann Commission position stressing the importance of greater emphasis on inservice education and recommending specific plans therefor.

During 1972-77, the Department will study ways to develop and implement a continuing education system. The Department will assess efforts presently existing in the State, encourage some existing and/or new efforts, develop and discuss the merits of possible models, and prepare appropriate documentation to establish a statewide system of continuing education for teachers. One possible model would be the career development center. A second model is that of teacher centers. The teacher center model and other possible models may well form a significant part of a State system of continuing education for teachers. Professional and lighthouse schools recommended by the Fleischmann Commission report are additional models that may effectively support the continuing education of teachers.

Some of the important characteristics of the career development center are as follows:

1. Being located within a state geographic area;
2. Possessing the potential for multi-agency involvement of schools, colleges, professional associations, museums, libraries, and other pertinent agencies;
3. Cataloging resources;
4. Marshalling resources;
5. Maintaining cooperative relationships with other regional functions;
6. Being responsible to the State;
7. Being supported by public funds, fees, and other sources.

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The career development centers might be designed and governed in different ways but with the single purpose of responding to the needs of school staff. One common arrangement would entail cooperative planning and implementation by representatives of several agencies, including public school teachers and administrators and college staffs. A permanent leadership staff would manage the center and report to the cooperative governing board.

A second model, which could be incorporated within a system of career development centers or which might operate independently, is the teacher center. These would be similar to teacher centers operating in Great Britain under the aegis of the Schools Council. Teacher centers would be established, governed, and operated exclusively by teachers who would match the available resources with their own learning needs.

In the development of a statewide system of continuing education for teachers, it might be appropriate for half of the units involved to follow the teacher center model.

d. Implications of the Plan

Some of the far-reaching implications of this plan are as follows:

1. A visible and determined effort to assure that the preparation of professional personnel has a direct relationship to acceptable performance standards;

2. The identification and implementation of mechanisms to identify persons who have the potential to become professional staff members;

3. An expansion of ways by which training can be accomplished to satisfy the stated competencies from formal course work to independent and ondirected study;

4. A move away from requiring only graduate study for permanent certification. This will serve to reduce the number and scope of graduate degree programs in education;

5. The use of personnel with varying levels of competencies in the elementary and secondary schools. School districts and their professional staffs will need to study the

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present roles and responsibilities of their staffs to accommodate these variations and to participate actively in the training of personnel to carry out the schools' objectives.

e. Specific Conclusions

1. The Regents support the need to reform the preparation and practice of teachers in the elementary and secondary schools.

2. The Regents declare that the need to base certification on demonstrated competence is imperative and must be met in the shortest possible time period.

3. The Regents direct the Department to accept the task of working toward the necessary reform as one of the highest priority. All potential avenues that might help to meet the Regents goal should be explored.

4. The Regents realize the cost of developing the knowledge and technology necessary for the reform of teacher education. They, therefore, direct the Department to construct a plan for the most efficient and economical use of the State's resources, a plan that will allocate pieces of the development task to several agencies and also provide for the coordination of all efforts.

APPENDIX B, Developmental Plans for Preparing Professionals for Elementary and Secondary Education

Proposed Time Line	1972	1973	1975	1976
Accreditation		All new programs to strive to achieve Regents' goal. Registration of existing programs based on potential for achieving Regents' goal.		
Certification	Begin review of comprehensive assessment techniques. Establishment of potential alternatives to permanent.		Certification by assessment available (limited) for non-program people.	Assess potential of comprehensive assessment techniques. Major assessment of trial project potential
Continued Education	Establishment of opportunities for continued education.			Assess potential of continued education opportunities. Assess capability of Career Development Centers to provide preservice preparation.

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APPENDIX B, Continued

Proposed Time Line	1977	1980	1985	1990
Accreditation		All programs to achieve Regents' goal.	Approval only on assessment.	
Certification		Certification for program personnel only on competency. Certification for non-program personnel only on recommendation or ICP. Elimination of permanent certificate and establishment of periodic assessment for newly certified on basis of competence.		Periodic assessment on basis of pupil performance, to consider specific situations.
Continued Education	Seek legal basis for continued education.	Ensure opportunities for maintaining competence.		

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